



ROCHESTER-OLMSTED PLANNING DEPARTMENT

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ROCHESTER PLANNING AND ZONING COMMISSION

December 13, 2017

Prepared By: Rochester-Olmsted Planning Department

Request: General Development Plan #R00349GDP by Girl Scouts River Valleys for expansion of an existing Girl Scout Camp.

Location: The site is 41 acres in size and is located a quarter mile east of 45th Avenue SW on the south side of 8th Street SW.

Applicant: Eileen Kapsa
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Brooklyn Center, MN 55429

Consultant: Westwood Engineering
7699 Anagram Dr.
Eden Prairie, MN 55344

ACTION ITEMS

Summary of Action:

General Development Plan for Camp Edith Mayo.

Staff Recommendation Summary:

Staff recommends approval with conditions.

SUMMARY & BACKGROUND

This application is for a General Development Plan (GDP) showing the master plan for the expansion of the Edith Mayo Girl Scout Camp. The site is 41 acres and the plan proposes an expansion of the camp into land already owned by the Girl Scouts. Residential development is not proposed.

A 39 acre portion of the site was annexed into the City in 2017 (R2017-003ANX). The entire site is now within the Rochester City limits.

EXISTING CONDITIONS

Zoning: The site is currently zoned R-1x (Mixed Single Family, Extra) on the Rochester Zoning Map.

Land Use Plan: The draft Comprehensive Plan identifies the site as “Park and

Open Space”. The site is not identified on the City of Rochester Land Use Map.

Roadways & Access:

The site will take access from 8th Street SW. There are two existing access drives off 8th Street SW. The plan does not propose any additional access points.

No new roadways are proposed in this plan. The plan proposes three existing parking lots on a relatively small portion of the overall site, as well as the upgrade and expansion of the existing trail network.

Sidewalks

Pedestrian facilities will be required along the 8th Street SW frontage. Timing for the improvements will be determined in the Development Agreement.

Public Facilities:

There are inadequate on and off site public facilities, specifically Public Roadways, Sanitary Sewer, Water, Storm Water Management Facilities, and Pedestrian Facilities existing to accommodate the additional development of this Property. No additional development will be allowed to occur until the City Council has determined that all required public facilities are adequate for said development. The developer may request to join with the City in making these inadequate public facilities adequate for this development, and may request the City prepare a development agreement for Owner’s execution prior to final development plan approval if there is no plat, or prior to recording the Final Plat where applicable. The Development Agreement will in part outline the Developer's and City's obligations related, but not limited to: access, stormwater management (including any obligations for on or off-site facilities), transportation improvements (including off-site improvements), pedestrian facilities, including pedestrian access to abutting subdivision, contributions for existing & future public infrastructure, and the extension of public utilities to abutting properties where applicable.

Execution of a City-Owner Contract, and dedication of all applicable public easements, is required prior to constructing public infrastructure to serve the development.

Drainage:

A Grading and Stormwater Management Plan must be approved as part of the future SDP that will facilitate the proposed improvements.

Parkland:

There is no parkland dedication required with the proposed development. The site is 41 acres of predominately green space.

Utilities:

This area is within the Baihly High Level Water System Area, which is currently available in 8th St SW and Juliette Ave SW.

Static water pressures within this area will range from the low to the mid 60's PSI in the main campus area.

Wetlands & Decorah Edge

The site is located on Decorah Edge with hydric soils and delineated wetlands. The site plan will have to be revised to clearly identify the location of wetlands and edge support areas.

The plan identifies improvements to the site which are outside of the edge support area, with the exception of the educational boardwalk on the west end of the site, and some trails. As part of the plan's narrative, the applicant has demonstrated compliance with the City's Wetland Conservation Ordinance. Further review may be required when the proposed boardwalk and any trail within an edge support area is proposed for development /construction.

Boulevard Trees:

The proposed plan will have to meet all boulevard tree requirements as part of the Site Development Plan (SDP) that will facilitate the proposed improvements on the site.

GDP CRITERIA – STAFF RECOMMENDED FINDINGS

Paragraph 61.215 of the Rochester Zoning Ordinance and Land Development Manual lists the Criteria for approval of a general development plan. Staff's suggested findings are in **bold** print.

- Criteria A. The proposed land uses are generally in accord with the adopted zoning map. If the general development plan is being processed concurrently with a rezoning request, the general development plan and the rezoning request must be consistent with the comprehensive plan. If the general development plan is being processed concurrently with an amendment to the land use plan map and a rezoning request, the land use plan map amendment, rezoning request and general development plan must be consistent with the policies of the comprehensive plan. If there is inconsistency between these documents, the means of reconciling the difference must be addressed.

The site is zoned R-1x, Mixed Single Family Extra. The use, Area Accessory Development, is an allowed use in the R-1x zoning district.

The draft comprehensive plan identifies the site as appropriate for "Parks and Open Space".

- Criteria B. The proposed development, including its lot sizes and density are compatible with the existing and/or permissible future use of adjacent property.

The plan does not propose residential uses on the site, therefore there is no density calculation.

The overall site is 41 acres. To the northeast of the site are single family residential lots in the City's R-1 zoning district. The remainder of the site abuts residential lots in the county, that have minimum lot size restrictions ranging from two acres to five acres.

- Criteria C. On-site access and circulation design for pedestrians, bicyclists, transit vehicles and patrons and private vehicles, and integration of these facilities with adjacent properties will support the safe travel of persons of all ages and abilities by minimizing vehicular, pedestrian and bicycle conflicts through the use of appropriate traffic calming, pedestrian safety, and other design features appropriate to the context.

The plan identifies two existing access drives from 8th Street SW. These driveways lead to existing parking areas, the program center building and the lodge building. It does not appear that additional roadway is proposed. The remaining site will be accessed via a network of gravel and cleared grass trails.

Pedestrian facilities and right of way dedication will be required along the 8th Street SW frontage, and the timing will be addressed in the Development Agreement.

- Criteria D. The mix of housing is consistent with adopted Land Use and Housing Plans.

The General Development Plan is consistent with the draft comprehensive plan, and does not include residential development.

- Criteria E. The proposed plan makes provisions for planned capital improvements and streets reflected in the City of Rochester's current 6-Year Capital Improvement Program, adopted Thoroughfare Plan, the ROCOG Long-Range Transportation Plan, Official Maps, and any other public facilities plans adopted by the City. Street system improvements required to accommodate proposed land uses and projected background traffic are compatible with the existing uses and uses shown in the adopted Land Use Plan for the subject and adjacent properties.

This plan does not appear to add additional traffic to the surrounding area. The site is an existing girl scout camp and the driveways / parking lots are already established. Most of the proposed improvements will be accessed only through a trail system.

Pedestrian facilities will be required along the 8th Street SW frontage, and the timing will be addressed in the Development Agreement.

- Criteria F. On and off-site public facilities are adequate, or will be adequate if the development is phased in, to serve the properties under consideration and will provide access to adjoining land in a manner that will allow development of those adjoining lands in accord with this ordinance.

- 1) Street system adequacy shall be based on the street system's ability to safely accommodate trips from existing and planned land uses on the existing and proposed street system without creating safety hazards, generating auto stacking that blocks driveways or intersections, or disrupting traffic flow on any street, as identified in the traffic impact report, if required by Section 61.523(C). Capacity from improvements in the first 3 years of the 6-year CIP shall be included in the assessment of adequacy.

A Traffic Impact Study Waiver was received from the Public Works Department.

- 2) Utilities are now available to directly serve the area of the proposed land use, or that the City of Rochester is planning for the extension of utilities to serve the area of the proposed development and such utilities are in the first three years of the City's current 6-Year Capital Improvements Program, or that other arrangements (contractual, development agreement, performance bond, etc.) have been made to ensure that adequate utilities will be available concurrently with development. If needed utilities will not be available concurrent with the proposed development, the applicant for the development approval shall stipulate to a condition that no development will occur and no further development permit will be issued until concurrency has been evidenced.

This area is within the Baihly High Level Water System Area, which is currently available in 8th Street SW and Juliette Avenue SW. Static water pressures within this area will range from the low to the mid 60's PSI in the main campus area.

There are inadequate on and off site public facilities, specifically Public Roadways, Sanitary Sewer, Water, Storm Water Management Facilities, and Pedestrian Facilities existing to accommodate the additional development of this Property. No additional development will be allowed to occur until the City Council has determined that all required public facilities are adequate for said development. The developer may request to join with the City in making these inadequate public facilities adequate for this development, and may request the City prepare a development agreement for Owner's execution prior to final development plan approval if there is no plat, or prior to recording the Final Plat where applicable. The Development Agreement will in part outline the Developer's and City's obligations related, but not limited to: access, stormwater management (including any obligations for on or off-site facilities), transportation improvements (including off-site improvements), pedestrian facilities, including pedestrian access to abutting subdivision, contributions for existing & future public infrastructure, and the extension of public utilities to abutting properties where applicable.

Execution of a City-Owner Contract, and dedication of all applicable public easements, is required prior to constructing public infrastructure to serve the development.

- 3) The adequacy of other public facilities shall be based on the level of service standards in Section 64.130 and the proposed phasing plan for development.

Detailed construction plans will need to be approved for all infrastructure improvements.

- Criteria G. The drainage, erosion, and construction in the area can be handled through normal engineering and construction practices, or that, at the time of land subdivision, a more detailed investigation of these matters will be provided to solve unusual problems that have been identified.

An approved Grading and Stormwater Management Plan must be approved as part of the future Site Development Plan (SDP) that will facilitate the proposed improvements in the site.

- Criteria H. Wetlands and Edge Support Areas (as defined in Chapter 59) will be managed consistent with Chapter 59 and where applicable, in such a way as to maintain the quality and quantity of groundwater recharging lower aquifers and to protect discharge, interflow, infiltration, and recharge processes taking place, provided, however, that the Council may waive this requirement under the provisions of Chapter 59.

This site has an approved wetland delineation and Decorah Edge support areas. The site plan must clearly identify the environmental features on site.

All proposed improvements to the site, except for the educational boardwalk and some trails, are located outside of the edge support areas.

The development will be required to follow the rules and regulations outlined in the City's Wetland Conservation Ordinance.

- Criteria I. The lot, block, and street layout for all development and the lot density for residential development are consistent with the subdivision design standards contained in Section 64.100 and compatible with existing and planned development of adjacent parcels.

The plan does not propose residential or commercial development and no roadways are created.

- Criteria J. If the eventual platting of the area involves approval of a Type III Land Subdivision Permit, the proposed development must satisfy one of the following categories of development:

The plan does not require the site to be platted.

1. A development bounded on all sides by arterial or higher level streets, streams or other topographic constraints, existing development, land already included in an approved General Development Plan, or permanent open space that limits the inclusion of other abutting lands;
2. A development with adequate public facilities and constituting the entire remaining service area of a major public facility improvement (such as a trunk sewer or water tower) that has been identified as a project in the Capital Improvement Program;
3. A development that consists of at least 80 acres in land area regardless of ownership or interest, and consists of all lands for which the applicant has ownership or interest; or
4. A development for which a development agreement has been executed by the owner and the city for the entire property included in the proposed general development plan. The development agreement must have been drafted based on

the development of the property occurring as proposed in the general development plan.

Criteria K. The Plan is in compliance with the Comprehensive Plan, and the Complete Streets policy of the City.

The proposed development is consistent with the draft Comprehensive Plan. The site has 900 feet of right of way along 8th Street SW. New pedestrian facilities will be required, and timing of the upgrades will be addressed in the Development Agreement.

Criteria L. Where specific building footprint or layouts are identified on the Plan; the Plan demonstrates that pedestrian access to the customer/tenant ingress/egress locations in of the building(s), from facilities in both the public right-of-way, and off-street parking areas that serves the use are designed to minimize bicycle, pedestrian and vehicular conflicts.

The plan identifies an existing program center and lodge on site, as well as a proposed maintenance shop. These buildings can be accessed from the driveway and parking lot system. All additional buildings are accessed by a trail system.

STAFF RECOMMENDED FINDINGS

Staff recommends approval of the GDP. If approved, Staff recommends the General Development Plan be subject to the following conditions/modifications:

1. The GDP must be updated prior to approval at City Council with the following information:
 - a. Clearly outline and label all wetlands on the site plan.
 - b. Clearly outline and label all Decorah Edge Support Areas on the site plan.
 - c. 8th Street SW, must be labeled with the current street classification, "Other Local Street".
 - d. The site plan must identify the existing "R-1" and "R-1x" zoning districts on site.
 - e. Areas of steep slopes must be identified on the site plan.
 - f. A clear legend identifying all colored, dashed, and solid lines must be shown on the site plan.
2. There are inadequate on and off site public facilities, specifically Public Roadways, Sanitary Sewer, Water, Storm Water Management Facilities, and Pedestrian Facilities existing to accommodate the additional development of this Property. No additional development will be allowed to occur until the City Council has determined that all required public facilities are adequate for said development. The developer may request to join with the City in making these inadequate public facilities adequate for this development, and may request the City prepare a development agreement for Owner's execution prior to final development plan approval if there is no plat, or prior to recording the Final Plat where applicable. The Development Agreement will in part outline the Developer's and City's obligations related, but not limited to: access, stormwater management (including any obligations for on or off-site facilities), transportation improvements (including off-site improvements), pedestrian facilities, including pedestrian access to abutting subdivision, contributions for existing & future public infrastructure, and the extension of public utilities to abutting properties where applicable.

3. Execution of a City-Owner Contract, and dedication of all applicable public easements, is required prior to constructing public infrastructure to serve the development.
4. An approved Grading and Drainage Plan is required prior to the issuance of any building permits.
5. The fees and obligations applicable to the development of this property will be addressed in the Development Agreement and /or will be specified in the City-Owner Contract.

ATTACHMENTS

1. Notification Map
2. Staff Report
3. GDP Exhibit & Narrative
4. Referral Comments
5. Development Informational Meeting Materials